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EDUCATION WEEK

American Education's Newspaper of Record | Volume IX, Number 7 · October 18, 1989 | *© 1989 Editorial Projects in Education* / $2.50

Chicago Elections Usher in New Era of Reform

'Parent Power' To Drive School Councils' Work

By William Snider

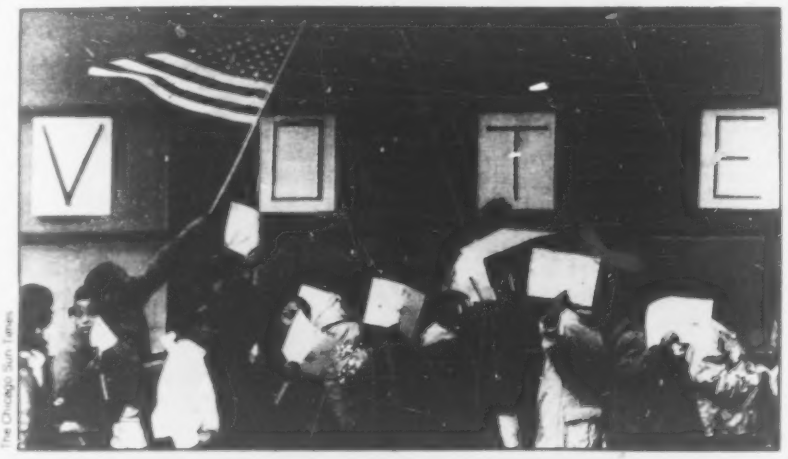
CHICAGO—A new chapter in Chicago's colorful political history was written last week when 285,000 parents, teachers, and community residents turned out to elect local school councils, ushering in an era of school reform driven by "parent power."

Each of the 540 newly elected councils is expected to meet by the end of the week to begin tackling the wide array of problems blamed for impeding the effective operation of the city's schools.

For most reform supporters, last week's two days of elections represented the first wide-scale test of Chicagoans' enthusiasm for, and their commitment to, a reform plan that is widely viewed as the nation's boldest.

"The citizens of Chicago have expressed their interest and concern at the community level, particularly the parents," said James Compton, president of the city's interim board of education, which is leading the reform effort.

"This is not only a monumental day for the city of Chicago," he said, "but it is a monumental day, I believe, for public education throughout this nation."



The Chicago Sun-Times

Students march outside a school last week to support Chicago's school-council elections.

Charles D. Almo, the district's interim general superintendent, agreed, "We've known all along that the councils were going to be elected, but what we wanted to have is an expression from this community of what it feels for its schools."

The elections helped gauge the community's "commitment to this proposition that decisionmaking should be done at the local level," he said, and that "the community should, school by school by

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Teachers' Unions In San Francisco Decide To Merge

Affiliates' Agreement Is Called First in Nation

By Ann Bradley

San Francisco's teachers' unions last week ended 20 years of acrimonious relations by signing a merger agreement said to be the first of its kind in the nation.

The uniting of local affiliates of the American Federation of Teachers and the National Education Association will create only the second merged local in the country, to be called the United Educators of San Francisco.

Union officials said last week, however, that San Francisco's "unity agreement" will integrate its two locals more fully than the 1969 merger that created the United Teachers of Los Angeles, the nation's first combined local.

If ratified by San Francisco teachers in an election next month, the agreement will give members of the United Educators of San Francisco membership in both unions' state and national organizations. Leadership posts in the U.E.S.F. will be shared between the two locals until an election is held in 1991.

"This is going to unite teachers in a way we've never been before, so we can speak with a single voice in addressing the problems common to all teachers," said Joan-Marie Shelley, president of the San Francisco-American Federation of Teachers, one of the locals to be merged.

Judy Dellamonica, president of the other local, the N.E.A. affiliate San Francisco Classroom Teachers Association, called the signing of the agreement "an historic event."

"It's probably significant," she said, "that it's taking place in the War Memorial Building."

The two locals, neither of which has been able to gain a substantial hold on the city's 4,000 teachers, had been discussing merger on and off for several years. Roughly one-third of San Francisco's teachers belong to

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Analysis Questions Reports of Success Of Learnfare Effort

By Reagan Walker

Wisconsin officials may have overestimated the success of their nationally recognized Learnfare program, an internal state analysis has suggested.

The year-old program was the first of a number of efforts by states to reduce the dropout rate by tying welfare benefits for families with teenage children to school attendance.

In an August report on the program, state officials said that benefits had been reinstated for nearly 70 percent of families who had been penalized for student truancy. A "vast majority" of those students had returned to school, the report stated.

But a more recent memorandum written by a state research analyst indicates that the actual proportion of students returning to school and attending regularly may be closer to 38 percent—about half the proportion that had been cited earlier.

Meanwhile, a new study by the University of Wisconsin-Milwaukee has raised questions about the cost-effectiveness of Gov. Tommy G. Thompson's proposal to expand Learnfare to include younger students.

The study found that younger children of welfare families miss only slightly more school than children of families not receiving public assistance.

Currently, Learnfare only applies to students ages 13 through 19.

Governor Thompson plans to introduce

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After Two Tough Years in Rochester, School Reformers Look to the Future

By Ann Bradley

ROCHESTER, N.Y.—Educators participating in Rochester's nationally recognized school-improvement effort describe the experience as a bit like building an airplane while it is taxiing down the runway.

They say the shared sense of urgency that two years ago spawned the nation's most dramatic teacher contract—and has since fueled several other major educational changes in the city—has not waned. But along the way, the ride has been bumpy as the school system has retooled itself.

As the third year of the contract begins, "I get a sense that people are getting a little more realistic," said Adam Urbanski, president of the Rochester Teachers Union. "The first year was the year of euphoria."

"The second year, we said things are worse than they were before the contract," he added. "Now, there's the recognition that this is damn hard, but attitudes have changed. People believe this is for the long haul."

The union contract, which expires in June, gave teachers the opportunity to earn as much as $68,900 a year in exchange for greater accountability. The aim, according to Mr. Urbanski and Peter McWalters, the superintendent of schools, was to increase student achievement by changing a system that was failing too many children.

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Stricter Rules on Student Dress, Decorum Revive Familiar Civil-Liberties Questions

By Lisa Jennings

Hanna Murgatroyd, an El Paso, Tex., beautician, got a phone call from her son's school last month, warning that he would be suspended if he did not cut his hair. She told the assistant principal she would take care of it when she got home from work.

But that evening, Ms. Murgatroyd discovered that her son Ted had already been given his haircut—by a teacher—and that several of his less fortunate classmates had been suspended for violating the school's strict new dress code.

Then, she recalls, that her son's fashionable but unapproved hairstyle became, for her, a matter of civil rights.

"They had no right to cut it," says the beautician, who has filed suit with the parents of a suspended student, seeking to outlaw such codes. "It was like a police state."

Ms. Murgatroyd's legal action may still be relatively rare, civil-liberties groups say, but her sentiments are not.

Across the nation, as more and more schools try to turn back the dress-and-decorum clock in search of a safer, more orderly classroom environment, the question of how such policies can be implemented fair-

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Puerto Rico's possible statehood vote raises the question for some of 'official' language.

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Coping With Austerity
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Grumblings in the Granite State
Resentment against soaring local personal-property-tax bills is forcing some legislators in New Hampshire to begin thinking about the once-unthinkable: a state property or income tax. **Page 16.**

Budget Boost for Chapter 1
An unprecedented 18 percent increase in Chapter 1 spending is among the items that raise the Education Department's budget to $24 billion in the 1990 appropriations bill. **Page 21.**

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EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 4301 Connecticut Ave., N.W., Suite 250, Washington, D.C. 20008. (202) 364-4114. Subscriptions: U.S.: $49.94 for 40 issues. Canada: $72.94 for 40 issues. Foreign: $114.94 (airmail) and $82.94 (surface mail) for 40 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 2083, Marion, Ohio 43305. Volume IX, Issue 7.

ACROSS THE NATION

NATIONAL

National PTA Calls for Federal Ban On Corporal Punishment in Schools

The National PTA has called for federal legislation to outlaw corporal punishment in schools nationwide.

"Parents would be charged with child abuse if they injured their children in the same way educators are legally allowed to do in most states," Arlene Zielke, National PTA vice president for legislative activity, said in a statement.

Corporal punishment is illegal in only 19 states, eight of which banned the practice within the past year, Ms. Zielke said.

While physical punishment has been outlawed in prisons, psychiatric hospitals, and other institutions, the U.S. Supreme Court ruled in 1977 that such punishment in public schools is not cruel or unusual and that children who are physically punished are not protected under the Constitution.

The National PTA argues that corporal punishment is ineffective in the long run; that it is most likely to be applied to minorities, handicapped youngsters, and younger children; and that it is often used as a first-resort punishment for minor offenses.

Arnold Fege, director of government affairs for the PTA, said the group would continue to try to influence state legislation and to introduce changes in, among other federal education statutes, the Education for All Handicapped Children Act, now up for reauthorization.

■ **Growing numbers of black children are languishing in foster-care placements that do not address their health and educational needs**, a new study reports.

A 2½-year study by the National Black Child Development Institute found that black children are entering foster care at ever-younger ages and remaining in care for longer periods of time.

Despite the fact that black children shoulder a "disproportionate risk" of entering care with serious health and educational problems, the study said, they seldom receive developmental or psychological assessments and are often reported as having "no problems."

The study also noted that few black children in foster care remain in their original schools and that they often "face significant disruptions in their education as they move from placement to placement."

While most of the study population entered foster care because of abuse or neglect, the child-development institute reported that increasing numbers of placements are attributable to inadequate housing and parental drug abuse.

Free copies of the report, "Who Will Care When Parents Can't," are available from the N.B.C.D.I., 1463 Rhode Island Ave., N.W., Washington, D.C. 20005.

■ **One in every seven adolescents, or 4.5 million teenagers, lacks medical insurance**, a new study has found.

The survey of more than 15,000 adolescents between the ages of 10 and 18 found that poor and minority adolescents were less likely to be covered by any medical insurance program than were white and middle-class adolescents. Blacks were 63 percent more likely to be uninsured, and Hispanics three times as likely to be uninsured, as white adolescents.

The study, which appears in the October issue of *Pediatrics*, found that nearly 7 out of 10 respondents said they lacked medical insurance because it was too expensive.

■ **Healthy pregnant women whose fetuses do not appear to be at risk should receive less health care, and women at risk of conceiving unhealthy babies should receive more**, a new federal report concludes.

The report, issued by the U.S. Public Health Service, found that many routine tests—such as a screening for protein in the urine now generally performed at every prenatal visit—are unnecessary for apparently healthy women. Low-risk women should have only seven or eight prenatal visits instead of the 13 that are currently recommended, the panel of experts suggested.

In contrast, women who are at greater risk for delivering an unhealthy baby, due to socioeconomic status or specific health problems, should receive more care, including social and psychological services and drug-, alcohol-, and tobacco-cessation instruction, the panel concluded.

STATES

Indiana Board Suspends Action On School Accreditations

The Indiana Board of Education voted this month to suspend action on school accreditations until questions about the review process can be addressed.

The 11-member board decided to postpone further decisions on accrediting schools after the state education department released a preliminary list of schools that failed to meet all the standards needed to qualify for accreditation under a new system that took effect in the 1988-89 school year.

The list showed that 65 of 354 schools reviewed last year did not qualify for immediate accreditation.

In the wake of strong public reaction to the report, board members raised concerns about the fairness of the process and about how it "led the general public to have those schools labeled as failures," a spokesman for the department said.

The "performance based" accreditation system, enacted as part of the state's "A+" program in 1987, factors in such measures as standardized test scores, math and language proficiency, and attendance and graduation rates.

Although the process was set up "with a great deal of thought and effort," and is still thought to be a "positive way to help schools," the board was concerned that initial review results were "not handled in a way that would strengthen schools," said Joan McNagny, a board member. "It hit them with a need to defend their schools before the board had acted."

The board plans to discuss the accreditation-review process at its meeting next month.

■ **Twelve dairy companies and their representatives conspired to divide the state's $20-million school milk business among themselves by rigging the competitive-bidding process**, a suit filed by the Georgia attorney general has charged.

Attorney General Michael Bowers filed the suit Oct. 6 in U.S. District Court in Brunswick. According to George P. Shingler, the assistant attorney general handling the case, it is "extremely likely" the state will also take criminal action against the dairy suppliers.

Under Georgia law, it is a felony for businesses to conspire in dealings with local governmental agencies such as school districts.

The 12 companies named in the suit are Associated Dairy Farmers, Atlanta Dairies, Borden, Coble Dairies Cooperative, Coburg Dairy, Dairymen, Dempsey Brothers Dairies, Flav-O-Rich, Kinnett Dairies, Land-O-Sun Dairies, Meadow Gold Dairies, and Pet.

■ **Some North Carolina schools offer no special courses for academically gifted students, while others offer unchallenging courses, and very few allow students to skip grades**, a study by the state Department of Public Instruction has found.

The study concluded that programs for gifted students are poorly defined and suffer from a lack of funding. The state pays local school districts $587 per gifted student, about a third of the $1,598 it gives for other exceptional students.

In North Carolina last year, approximately 5.8 percent of all public-school students were designated as academically gifted.

The study, which was requested by the General Assembly, examined programs for 3rd, 5th, and 8th graders in the state's 6 largest school systems, in 6 medium-sized districts, and in 12 school systems with fewer than 11,900 students.

The greatest shortfall occurred in programs for 3rd graders, said Bill Inman, the department's chief consultant for research. "In fact, there is practically nothing from K to 3," he said.

However, the study found that almost all middle schools had some type of program for academically gifted students.

The study recommended that the state adopt models of accelerated and enrichment programs from which to gather data, Mr. Inman said.

Perusing the Past

Steve Haines/The Detroit News

Students at Pierce Middle School in Grosse Pointe Park, Mich., examine newspapers from a time capsule opened to celebrate the school's 50th anniversary last month.

Major Surveys Offer Incomplete Picture Of Student Drug Use, Experts Caution

By Ellen Flax

The national anti-drug plan proposed by President Bush last month places great emphasis on reducing by specific percentages over the next two years the number of teenagers who use cocaine and other drugs.

But the major federal surveys that measure the proportion of teenagers who use drugs offer an incomplete—and perhaps misleading—picture of student drug use, several experts on the subject cautioned last week.

They said that the data collected by the federal government provide insufficient information about the very groups many believe are most likely to abuse drugs—minorities, inner-city dwellers, and high-school dropouts.

They also said that increasingly negative societal attitudes toward drug use may convince some respondents to lie when answering the anonymous questionnaires that are commonly used by researchers.

The national drug-control strategy states that over the next two years, the nation must work to reduce by 10 percent the number of teenagers reporting any use of an illegal drug during the previous month, as reported on a national household survey conducted by the National Institute on Drug Abuse.

Over the same period, the plan also calls for a 20 percent reduction in the number of adolescents who report any use of cocaine during the previous month. Over the next decade, the plan calls for a 50 percent reduction in both figures.

"We have a 'blind men and an elephant' situation," said Douglas Anglin, the director of the Drug Abuse Research Group at the University of California at Los Angeles, referring to the federal data-collection effort. "The best thing we have is a partial jigsaw puzzle."

'Some Underreporting'

The NIDA National Household Survey on Drug Abuse, which has been conducted 10 times since 1972, has found that self-reported drug use among youths, as well as the general population, has dropped since reports of such use reached a peak in the late 1970's.

Results from the latest survey, released last summer, showed that 6.4 percent of youths between the ages of 12 and 17 reported having used marijuana during the previous month, down from 12 percent in 1985; 1.1 percent, or approximately 225,000 respondents , said they had used cocaine, down from 1.5 percent in 1985.

The results were based on anonymous responses to detailed questionnaires by more than 8,800 people, chosen to be a representative sample of the country's population.

Joseph Gfroerer, chief of the statistical-analysis and population-survey section at NIDA, said families are notified in advance about the project, and about one-quarter refuse to take part.

"We recognize that there is some underreporting," he said, noting that researchers assume that the nonrespondents are more likely to be drug abusers than the general population.

Mr. Gfroerer, like other observers, notes that the survey is less likely to include inner-city residents. The survey also does not include the homeless, the imprisoned, or the institutionalized, all of whom have higher drug-abuse rates.

The results of a national survey of 400,000 youths between the ages of 12 and 17 released by the private National Parents' Resource Institute for Drug Education last month concluded that as many as 338,000 students—a third more than NIDA found—were using cocaine at least once a month. Drug experts interviewed last week maintained the study was not statistically sound because only schools that purchased the drug survey offered by PRIDE were included in the study.

'Wouldn't Pick It Up'

The other major federal data-collection effort—the so-called high-school senior survey—has been conducted yearly since 1975 for NIDA by University of Michigan researchers.

The latest survey, based on the anonymous responses of 16,000 1988 high-school seniors in approximately 130 public and private schools, found that 18 percent said they had used marijuana during the previous month, down from 21 percent in 1987, and that 3.4 said they had used cocaine during the previous month, down from a peak of 6.7 percent in 1985.

A number of experts, including the Michigan researchers, note that the survey may be underreporting the total number of youths who use drugs because it does not include information about dropouts.

"It's not really addressing what is going on in ghettos and inner cities," said Patrick O'Malley, a member of the Michigan team. "There could be a crack problem in an inner city and we wouldn't pick it up."

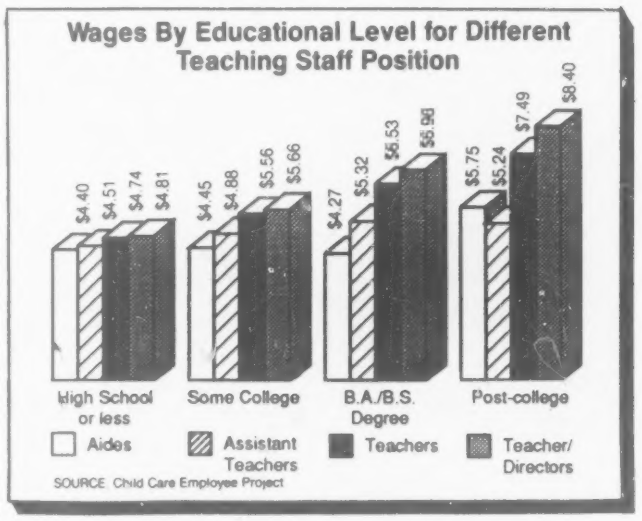
However, he said, the survey is a good marker of drug-use trends among youths because academically weak seniors, who presumably are closest to dropping out, have drug-use patterns that are similar to those of good students.

"Those folks are obviously living in a dream world," countered Rudy Arredondo, special assistant to the District of Columbia commissioner of public health and a member of the Maryland Commission on Black and Minority Health. "Obviously the [youths] who are drug addicts are dysfunctional and they are not likely to stay in the system."

But because no better set of information is available, some observers said, policymakers have no choice but to use the information collected by NIDA.

Mr. Anglin, of U.C.L.A., said federal policymakers should rely on a variety of statistics, including those collected about drug use among arrested criminals and patients admitted to hospital emergency rooms, rather than just the household survey.

"You cannot use a single criterion as a measure of success," he said.



Study Finds Staff Turnover, Low Pay Plague Child Care

By Deborah L. Cohen

Low wages and high staff turnover are undermining the quality of care that children receive in child-care centers across the nation, a California-based advocacy group charges in a report being issued this week.

The study by the Child Care Employee Project, which experts say is the most comprehensive national inquiry of its kind in more than a decade, cites an "alarming decline" in salaries, despite increased levels of education and training among child-care staff.

The group, which specializes in child-care working conditions, also states that low wages have led to a tripling of staff turnover at child-care centers nationwide in the past decade, "posing a severe threat to the quality" of such facilities.

The study could add fuel to the debate over child-care legislation now heating up in the Congress. It concludes that of the workplace conditions likely to affect the quality of child-care programs, wages are "the most important predictor."

Confirms Anecdotal Evidence

The study documents "what we've had anecdotal evidence about all along in terms of the severity of the problem," said Barbara A. Willer, a spokesman for the National Association for the Education of Young Children.

The "National Child-Care Staffing Study" is based on observations, interviews, and assessments of 227 child-care centers in Atlanta, Boston, Detroit, Phoenix, and Seattle. It was funded by a consortium of foundations, including the Ford Foundation, the Foundation for Child Development, and the Spunk Fund.

The report describing the study, "Who Cares? Child Care Teachers and the Quality of Care in America," states that child-care wages, when adjusted for inflation, fell by more than 20 percent over the past 10 years, with the average teacher now earning $5.35 an hour.

More than half of the assistant teachers and almost three-quarters of the teachers in the study had some college background, compared with fewer than half of the women in the civilian labor force.

But the study found that child-care teachers and aides earn less than half as much as "comparably educated" women, and less than one-third as much as comparably educated men.

According to the study, child-care teachers with some college background earn $9,293 per year on the average, while comparable women in the civilian labor force earn $19,369 and comparable men earn $29,251.

Staff turnover jumped from 15 percent in 1977 to 41 percent in 1988, states the report, which notes that staff members earning the lowest pay were twice as likely as the highest paid ones to quit their jobs.

The report found a correlation between the stability of centers' staffs and the quality of care provided to children.

Children in centers with higher turnover rates, for example, "spent less time engaged in social activities with peers," more time in "aimless wandering," and had lower vocabulary-test scores than did those in centers with more stable staffs.

The report also states that children attending "lower-quality" child-care centers and those with more teacher turnover were less competent in language and social development.

Action in the Congress

Both the House and Senate versions of the proposed "act for better child-care services" would allow states to use funds to enhance workers' salaries.

The Senate would allow up to 22 percent of the $1.75-billion measure to support "quality improvement," which could include pay raises. The House version would earmark specific shares of funds for improving wages in various kinds of child-care programs. It would also require states to document improvements every four years in salaries and compensation in programs funded under the bill.

The report recommends promoting education and training for child-care teachers, adopting training and staff-child ratio standards at the federal and state levels, and developing industry standards for the work environment to "minimize the disparities" in working conditions at various child-care programs.

Compared with a decade ago, the report states, centers today receive less public aid, are less likely to be nonprofit, and care for larger numbers of infants. It found that "better-quality centers" were most often operated on a nonprofit basis, accredited by the N.A.E.Y.C., and located in states with strict rules governing such factors as adult-child ratios, group size, and staff training.

Two Catholic Schools in Chicago Weigh Drug Testing

By Mark Walsh

School officials in the Archdiocese of Chicago say they will not interfere with plans by two Roman Catholic elementary schools to begin testing all students, teachers, and administrators for illegal-drug use.

If the two schools decided to proceed with their plans, "that would not be in conflict with our policies," said Brother Donald Houde, director of administrative affairs for the archdiocese.

But the archdiocese has declined to act on a widely publicized call for requiring such tests on a random basis throughout its 156,000-student school system, the largest Catholic district in the nation.

The pastors of the parishes that operate the two schools involved, Holy Angels School and St. Sabina School, made a plea for a systemwide requirement at a press conference this month attended by Chicago's archbishop, Cardinal Joseph Bernardin.

The pastors have led an anti-drug crusade in recent months that focused attention on the sale of drug paraphernalia in the Chicago area. The Illinois legislature recently banned the sale of such items, and the priests have vowed to keep a close watch in their South Side neighborhoods for violators of the law.

The Rev. Michael Pfleger, pastor of St. Sabina Catholic Church, said in an interview that he expected the school's board of directors to approve a drug-testing policy this week. A flier sent to parents of the school's 500 pupils yielded only two negative responses to the proposal and many positive ones, he said.

Father Pfleger said the school does not currently have a drug-abuse problem among its students or faculty. If tests show drug use by students, he said, they will be steered into counseling or else face dismissal from school.

"It is a drastic measure, and I realize that, but it is a drastic problem," he said. "This is not meant to catch, this is meant to prevent. I want it to be very clear to the students in our school how strongly we feel about it."

The other pastor, the Rev. George Clements of Holy Angels Church was unavailable for comment.

Testing Uncommon

Drug testing has not had much support as an anti-drug-abuse tactic among Catholic schools nationwide, according to a spokesman for the National Catholic Educational Association.

Brother Houde of the Chicago Archdiocese said that providing education about drugs was preferable to mandatory testing.

But Father Pfleger said testing for drugs beginning in elementary school sends a message about the gravity of the drug threat.

"This is a societal problem," he said. "There should be testing in the city council, in the banks downtown, across the board."

The head of the Illinois chapter of the American Civil Liberties Union has said the group would probably not challenge the Catholic schools' testing policy because such plans by private institutions do not raise the constitutional questions posed by public-sector testing.

WASHINGTON

Cavazos Issues Call for National Study Of Problems Plaguing Indian Students

By Peter West

WASHINGTON—Charging that the education-reform movement has "yet to make a dent in the worrisome state of Indian education," Secretary of Education Lauro F. Cavazos last week called for a national study of the problems plaguing Native American students.

Addressing the 21st annual conference of the National Indian Education Association, Mr. Cavazos called for the formation of a task force of Native American citizens and educators to produce a study he dubbed "Indian Nations at Risk."

He said the proposed study would resemble "A Nation at Risk," the 1983 landmark study of American education that is credited with sparking a host of school reforms.

A spokesman for Mr. Cavazos was unable last week to provide any details about how the study would be funded or how the task force would be appointed.

The Secretary also called for a "federally directed information-gathering campaign" on Indian education, schools, and students.

"Frankly," he said in his Oct. 8 speech in Anchorage, "one of the biggest problems facing us today in Indian education is that there is much we do not know."

'Fallen Between the Cracks'

Mr. Cavazos said several reform tactics currently being pursued in the public schools would benefit Indian students.

For example, he said, school choice—one of the Bush Administration's educational priorities—is a "perfect fit" for improving the public schools off the reservations that serve the majority of Indian students. Students at those schools would also benefit from an emphasis on school-based management, he added.

But, he said, the national study he has proposed is necessary to help determine "what types of educational practices work best" for Indians.

"Native American youngsters have fallen between the cracks of our educational system with tragic consequences," Secretary Cavazos said.

> *"One of the biggest problems facing us today in Indian education is that there is much we do not know."*
>
> —Lauro F. Cavazos

AP/Wide World Photos

As evidence, he cited figures showing that 11 percent of Indian sophomores at public and private schools were enrolled in special-education programs, compared with 9 percent of black students and 7 percent of Hispanic students.

Also, he said, while there are many estimates of the Indian dropout rate, "we have yet to establish an accurate figure."

Mr. Cavazos said his proposed study should focus on three broad topics: the Indian dropout rate, government programs affecting Indian education, and successful model programs that could be emulated nationwide.

"[We] do not know where to find successful Native Americans once they graduate," Mr. Cavazos said. Nor "do we have a complete overview of what types of educational styles there are among the tribally, culturally, and linguistically diverse Indian communities."

'Lack of Progress'

The Secretary's initiative comes at a time when federal, state, and local policymakers are focusing new attention on the educational difficulties faced by Native Americans.

For example:

- A Congressional conference committee this month expressed its concern over "the lack of progress in meeting education standards" in schools operated by the Bureau of Indian Affairs.

The conferees, in a report on the Interior Department's fiscal 1990 appropriations bill, called on the B.I.A. to report to the Congress by Nov. 1 on conditions in the schools.

A staff member for the appropriations subcommittee on the Interior said inaction at the Interior Depart-

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Budget Bill Boosts Chapter 1 Spending 18%

By Julie A. Miller

WASHINGTON—The 1990 appropriations bill made public last week would increase the Education Department's budget to $24.1 billion and boost Chapter 1 spending by an unprecedented 18 percent.

The version of H R 2990 hammered out by House and Senate negotiators would provide $1.4 billion more than the department's 1989 budget, and $300 million more than the Administration requested.

It actually allots more for education than either of the bills originally passed by the House and Senate. That happened because conferees accepted the larger of the House and Senate amounts in many areas, including major ones like special education.

Since estimated costs for the Stafford student loan entitlement program are lower than in 1989, discretionary spending on education would increase by about $1.5 billion, or 9 percent, under the conference plan; discretionary spending in the bill as a whole would rise by only 5.7 percent.

"We are delighted with the $1.5-billion increase," said Susan Frost, executive director of the Committee for Education Funding.

Ms. Frost was particularly pleased with the Chapter 1 windfall, which she said would allow a million additional disadvantaged children to participate in the program.

She expressed disappointment, however, at a provision that delayed inclusion of part-time students in the Pell Grant program.

Chapter 1 would grow by $855 million under the bill, a figure that is less than the $1-billion hike recommended by the House but still unusually large.

Basic grants to school districts would rise by $500 million, while concentration grants to districts with large numbers of poor students would jump from $172.9 million to $400 million.

The conference report includes a provision guaranteeing each state at least $340,000 in concentration grants and $375,000 for program administration.

More for Research, Impact Aid

Spending on education research also would receive a significant increase that, nonetheless, does not match the House allocation. It would rise from $78.2 million to $96.4 million.

Of that amount, $15 million is earmarked for the newly expanded National Assessment of Educational Progress, giving NAEP a $5.3-million hike. Other statistical programs would receive $25.3 million and the department's general research efforts $51 million.

The research budget also includes $5 million to aid the National Board for Professional Teaching Standards, an expenditure that would require authorizing legislation. The Administration strongly opposes funding the board.

Total funding for impact aid to districts affected financially by the presence of federal property or workers would increase by more than suggested in either the House or the Senate bill, rising from $708.4 million to $732.4 million.

The increase would benefit the most heavily impacted districts as well as those eligible for construction funds. Payments for "b" chil-

Continued on Page 26

FEDERAL FILE

A Bush appearance? ■ Cavazos Elementary ■ An uncertain position ■ Unusual reassurances

Education Department sources have been hinting for several weeks that President Bush may attend one of the six regional meetings on parental choice the department has scheduled for this fall.

When asked about the rumor last week at a press briefing, a spokesman for Secretary of Education Lauro F. Cavazos offered a careful response.

"The White House is aware of [the meetings], and it could happen. But there's certainly nothing definite about it right now," Mahlon Anderson said. "There certainly is White House interest, but no definite commitment."

■

The citizens of Odessa, Tex., recently honored Secretary Cavazos, a native of their state, by naming an elementary school after him.

According to a department spokesman, 800 students and teachers attended the Oct. 5 dedication ceremony, which featured an appearance by Mr. Cavazos.

Second-graders had prepared a presentation entitled "Who is Dr. Cavazos?" and an accompanying photo album for the Secretary.

Mr. Cavazos and his wife, Peggy, also received stuffed versions of the school's mascot, a cougar. That means, of course, that the school's teams will be the Cavazos Cougars.

In addition, the spokesman said, the country singer Rudy Gatlin, who "has taken a fondness to the Secretary," sang at the ceremony.

The school district also dedicated new elementary schools named for two other prominent Texans, Lyndon B. Johnson and former U.S. Representative Barbara Jordan.

■

Hours of debate in the House this month failed to establish whether the National Governors' Association has a unified position on child-care standards—and which child-care proposal best addresses it.

The House ultimately approved a child-care package that would require states to set standards. But not before proponents of substitute bills that would not require such rules tried to bolster their position by claiming gubernatorial opposition to a federal role in child-care regulation.

In an Oct. 3 letter to Representative E. Clay Shaw, Republican of Florida, N.G.A. Executive Director Raymond C. Scheppach backed a substitute measure offered by Mr. Shaw and Representative Charles W. Stenholm, a Texas Democrat.

"Only your bill is consistent with the governors' child-care policy," Mr. Sheppach stated.

On Oct. 4, however, Gov. Bill Clinton of Arkansas, who is designated one of the association's "lead governors" on the child-care issue, wrote a letter of his own to Representative Augustus F. Hawkins, the California Democrat who is chairman of the Education and Labor Committee.

He told Mr. Hawkins that "neither I nor to my knowledge any other Democratic governor authorized" a letter endorsing the Stenholm bill and added that he personally would support H R 3, the bill developed by Mr. Hawkins's panel, with some concessions on standards.

Mr. Scheppach told *Congressional Quarterly* that the wording in his letter to Mr. Stenholm was a mistake, and that it should not have said the Stenholm bill was the "only" one consistent with N.G.A. policy.

But that did not satisfy nine Democratic governors who wrote an Oct. 4 letter to House Speaker Thomas S. Foley stating that even the corrected version of Mr. Scheppach's letter "does not represent the views of many governors."

Mr. Scheppach wrote again to all governors Oct. 4, noting that for the past year "the lead governors on child care" had lobbied for a bill with no federal mandates, and outlining the mandates in H R 3.

■

House leaders were so concerned that church-state issues would derail the child-care package that they took the unusual step of assuring members that they would make concessions to the Senate.

The majority leader, Richard A. Gephardt of Missouri, circulated a letter to that effect shortly before the vote on the child-care provisions, which include language barring religious institutions from using federal child-care aid for sectarian worship or instruction.

The Senate's bill would let parents use child-care vouchers for religious child care.

House leaders spoke with every Democratic member, "and the message that came through loud and clear was that it was that issue that was giving a lot of members a real problem," an aide said, calling it "a make-or-break issue."

But Michael Edwards, manager of Congressional relations for the National Education Association, claimed that an N.E.A. vote tally showed that the leadership's move was unnecessary.

"The decision to circulate this letter was motivated much more by staving off the appearance of another floor defeat than with the substantive outcome of this issue," he said.

Mr. Hawkins has not agreed to yield on the church-state issue, an aide said, but "he recognizes that he's going to have to do some compromising."

—J.M., D.C., & P.W.

Budget Bill Would Increase Spending on Chapter 1 18%

Continued from Page 21

dren, whose parents either live or work on federal property, would be cut from $135.4 million to $123.5 million. The Administration has long sought to eliminate those payments, and the Senate would have cut them further, to $110 million.

Two new programs would be funded for the first time by the bill. Secondary-school basic-skills programs, authorized by last year's omnibus education law, would receive $5 million, and a program to foster business-education partnerships, included in the 1987 trade bill, would receive $3.75 million.

Bush Initiatives

A few programs would lose buying power under the bill, including some student-aid programs, the Women's Educational Equity Act, and aid to the Virgin Islands. The blue-ribbon-schools program, an Administration favorite, would be slashed from $889,000 to $500,000.

The Chapter 2 block-grant program would be frozen at about $463 million, with $1.5 million reserved for an evaluation of its effectiveness.

The bill would allow the Education Department to devote $175 million to two of President Bush's education initiatives—merit schools and a new magnet-schools program—if they are authorized. But the money would have to be transferred from Chapter 1, a move that would not be popular.

Conferees cut $5 million the House would have provided for another Bush initiative, research funding for "education experiments."

The Administration is also not likely to be pleased with provisions that earmark much of the Secretary's discretionary fund for technology, computer, and health education, and require that increased funding for bilingual education be devoted to "developmental" programs, which the Administration has refused to fund.

'Accounting Gimmicks'

The conferees did not arrive at their relatively high education-spending totals solely by providing smaller increases for other agencies funded by the same bill.

"This bill contains more accounting gimmicks than any I've seen," said one budget aide.

They employed creative accounting to avoid exceeding limits on the bill's budgetary totals, particularly its total outlays, or the money to actually be spent in fiscal 1990.

For example, the bill specifies that, of some $1.2 billion allotted for an array of school-improvement programs, $899 million would not be available until July 1990. This ensures that most of the money would not be spent until fiscal 1991.

That technique was applied mainly to non-education programs. Most education programs are structured to spend most of their money long after it is appropriated.

In a similar vein, the bill "saved" $555 million in payments to states coping with newly legalized immigrants under the 1986 immigration law by transferring the appropriation from fiscal 1990 to fiscal 1992.

That move is sure to be controversial in affected states, where officials have complained that such funding, which pays for education expenses as well as other social services, is insufficient.

The conferees also "assumed" a $4-million savings in the bill as a whole, due to "improved procurement practices," and a $10-million reduction that supposedly would be achieved by capping the amount of work agencies could contract out to consultants. Some $3.8 million of the consultant savings are to come from the Education Department.

The House approved the conference report last week by a vote of 364 to 56, and the Senate is expected to follow suit. However, the appropriations bill is not entirely out of the woods yet.

White House spokesmen last week said President Bush might veto it to block new language allowing federally funded abortions for victims of rape and incest.

Its funding levels could also be cut to fund anti-drug programs. The Senate has adopted a provision that would employ an across-the-board cut in other discretionary programs to fund the anti-drug package, but it is unclear what shape the final funding mechanism will take.

In addition, the Congress appeared likely last week to miss its Oct. 16 deadline for action on the budget, which would trigger across-the-board cuts under the Gramm-Rudman-Hollings deficit-reduction law. Those cuts would be reversed once the Congress acted.

Most appropriations bills have been passed or are nearing final passage, but the Congress has stalled on the other component of its budget legislation: a "reconciliation" bill intended to save money through legislative changes in programs.

As usual, reconciliation has become the vehicle for a smorgasbord of provisions. Among the most controversial items in the House-passed bill are a cut in the capital-gains tax pushed by the Administration and competing child-care programs.

Lawmakers continued negotiations late last week on the possibility of acting on a stripped-down bill. The Senate, meanwhile, prepared to consider its own reconciliation measure.

Footnotes

[1] Includes $500,000 for innovative alcohol-abuse programs under sec. 4607.
[2] Figure for administration request includes $25 million in proposed legislation for urban emergency grants.
[3] Figure for conference agreement includes $250,000 in advance funding for fiscal year 1991.
[4] Includes parent training.
[5] Figures for house bill and conference agreement include $15 million for comprehensive head-injury grants.
[6] Excludes amounts related to credit reform and proposed legislation totalling $167.9 million.
[7] Figures for senate bill and conference agreement include $5 million for the National Board for Professional Teaching Standards.
[8] Additional $3 million is proposed for later transmittal.
[9] Administered by the Department of Health and Human Services.
[10] Programs administered by the Department of Labor.
[11] Included in appropriations bill for the Interior Department.
[12] Included in appropriations bill for housing and independent agencies, which has not yet been considered by a conference committee.

SOURCE: Conference report on H.R. 2990

DATABANK

Conference Agreement on 1990 E.D. Budget

	FY 1989 Comparable	FY 1990 Administration Request	FY 1990 House Bill	FY 1990 Senate Bill	FY 1990 Conference Agreement
			(in thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED					
Grants for the Disadvantaged (Chapter 1):					
Grants to local educational agencies:					
Basic grants	$3,853,200	$3,900,000	$4,461,300	$4,200,000	$4,427,250
Concentration grants	172,900	262,988	495,700	300,000	400,000
Capital expenses for private-school students	19,760	19,760	30,000	22,000	26,000
Even start	14,820	14,820	30,000	19,000	24,500
State agency programs:					
Migrant	271,700	280,938	290,938	280,938	285,938
Handicapped	148,200	148,200	148,200	148,200	148,200
Neglected and delinquent	31,616	34,778	34,778	31,616	33,197
State administration	40,506	40,506	54,609	40,506	50,797
State program improvement	5,686	7,557	13,652	10,000	12,699
Evaluation and technical assistance	7,904	12,000	12,000	12,000	12,000
Rural technical-assistance centers	3,952	—	—	6,000	4,500
Total, Chapter 1	**4,579,246**	**4,721,549**	**5,571,177**	**5,070,262**	**5,425,081**
Migrant education:					
High-school-equivalency program	7,410	7,410	7,410	8,500	7,955
College assistance migrant program	1,482	1,482	1,482	2,000	1,741
Merit schools, proposed legislation	—	250,000	—	—	—
Magnet schools of excellence, proposed legislation	—	100,000	—	—	—
TOTAL	**4,579,138**	**5,080,441**	**5,580,069**	**5,080,762**	**5,434,777**
IMPACT AID					
Maintenance and operations					
Payments for 'a' children	558,220	578,316	573,316	580,000	578,500
Payments for 'b' children	135,356	—	125,000	110,500	123,500
Payments for federal property (Section 2)	14,820	15,354	15,354	15,354	15,354
Disaster assistance (Section 7)	—	10,000	—	—	—
Construction	24,700	25,590	25,590	26,000	14,998
TOTAL	**733,096**	**629,260**	**739,260**	**731,854**	**732,352**
SCHOOL-IMPROVEMENT PROGRAMS					
Educational improvement partnerships (Chapter 2):					
State block grants	462,977	477,218	461,477	461,477	461,477
Evaluation	—	1,500	1,500	1,500	1,500
National Programs:					
National Diffusion Network	11,066	11,200	11,200	13,000	13,000
Inexpensive book dist. (inc. RIF)	8,398	8,684	8,684	10,000	8,684
Arts in education	3,458	3,582	3,582	3,900	3,900
Law-related education	3,952	3,952	5,000	4,000	5,000
Blue-ribbon schools	889	1,100	1,000	1,000	500
Total, Chapter 2	**490,740**	**507,236**	**492,443**	**494,877**	**494,061**
Drug-free schools and communities:					
State grants	287,730	297,513	296,685	319,194	296,685
Teacher training	7,000	7,238	7,238	7,500	7,238
National programs[1]	59,770	66,802[2]	61,630	66,306	61,630
National Commission on Drug-Free Schools	—	—	1,000	1,000	1,000
Strengthening teaching and administration:					
Mathematics and science education	137,332	142,001	100,000	154,000	137,332
Fund for the improvement and reform of schools and teaching					
Grants for schools and teachers	3,952	3,952	3,952	6,000	3,964
Family-school partnerships	1,976	1,976	1,976	5,000	4,500
Alternative teacher/principal certification, proposed legislation	—	25,000	—	—	—
Presidential awards for excellent teachers, proposed legislation	—	7,000	—	—	—
Territorial teacher training	1,976	1,580	1,580	2,000	1,784
Leadership in Ed. Administration (LEAD)	4,306	3,894	3,894	3,894	3,894
Christa McAuliffe fellowships	1,882	1,956	1,956	1,956	1,956
Other school-improvement programs:					
Magnet schools assistance	113,620	114,620	114,620	114,620	114,620
Fund for innovation in education	11,150	15,678	20,678	15,678	18,178
Javits gifted and talented education	7,904	7,904	7,904	10,000	9,000
Education of homeless children and youth	4,834	7,498	7,498	6,998	7,498[3]
Women's educational equity	2,948	—	2,949	1,300	2,125
Training and advisory services (Civil Rights IV- A)	23,443	23,443	23,443	20,000	21,722
Dropout-prevention demonstrations	21,736	—	—	—	—
Secondary basic-skills demonstrations	—	—	—	10,000	5,000
Business-education partnerships	—	—	—	7,500	3,750
General assistance to the Virgin Islands	4,730	4,891	4,891	4,000	4,446
Ellender fellowships	3,456	—	4,000	3,500	3,750
Follow through	7,262	—	7,262	7,262	7,262
Star schools	14,299	—	—	20,000	15,000
Native Hawaiian Education Act	4,940	—	4,940	8,000	6,500
TOTAL	**1,217,998**	**1,269,770**	**1,178,697**	**1,269,595**	**1,222,995**
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION					
Bilingual programs	110,761	115,797	120,797	110,761	115,779
Support services	10,772	10,903	10,903	10,772	10,838
Training grants	30,413	30,413	32,413	31,413	31,913
Immigrant education	29,640	30,648	30,648	29,640	30,144
TOTAL	**181,586**	**187,761**	**194,761**	**182,586**	**188,674**
EDUCATION FOR THE HANDICAPPED					
State grants:					
Grants to states, general	1,475,449	1,525,614	1,584,017	1,554,000	1,584,017
Preschool grants	247,000	247,000	252,000	255,000[4]	255,000
Grants for infants and families	69,631	72,205	77,205	80,624	80,624
Special-purpose funds:					
Deaf-blind and other severely handicapped projects	19,486	19,486	19,486	20,757	20,657
Seriously emotionally disturbed	—	—	—	2,000	—
Early-childhood education	23,147	23,147	23,147	24,098	24,098
Secondary and transitional services	7,284	7,284	7,284	8,500	8,100
Postsecondary programs	5,770	5,770	5,770	6,770	6,600
Innovation and development	17,028	17,028	17,028	21,000	20,100
Media and captioning services	13,428	13,403	15,000	16,403	15,403
Special-education technology	4,730	4,730	4,730	5,500	5,500
Special studies	3,594	3,594	3,594	1,000	3,594
Special-ed. personnel development[5]	67,095	67,095	67,095	79,000	71,995
Recruitment and information clearinghouses	1,135	1,135	1,135	1,500	1,500
Regional resource centers	6,339	6,339	6,339	6,800	6,800
TOTAL	**1,961,260**	**2,013,827**	**2,089,827**	**2,092,750**	**2,093,778**

	FY 1989 Comparable	FY 1990 Administration Request	FY 1990 House Bill	FY 1990 Senate Bill	FY 1990 Conference Agreement
			(in thousands)		
REHABILITATION SERVICES AND HANDICAPPED RESEARCH					
Rehabilitation services state grants					
Vocational rehabilitation state grants	1,455,000	1,510,900	1,502,123	1,550,000	1,550,000
Supported employment state grants	27,227	27,868	27,868	27,976	27,976
Client assistance	7,775	7,959	7,959	8,000	8,000
Service and demonstration projects					
Special demonstration programs[5]	17,200	16,994	31,994	17,674	32,674
Supported employment projects	9,520	9,406	9,406	10,000	10,000
Model transition grants	475	—	—	—	—
Recreational programs	2,620	—	2,589	2,620	2,620
Migratory workers	1,100	1,087	1,087	1,100	1,100
Projects with industry	17,350	17,142	17,142	19,000	19,000
Helen Keller National Center	4,900	4,841	4,841	5,000	5,000
Independent living					
Comprehensive services	12,678	12,977	12,977	13,100	13,100
Centers	26,000	25,688	25,688	27,000	27,000
Services for older blind	5,700	5,632	5,632	5,900	5,900
Training	30,500	30,134	30,134	31,500	31,500
National Institute on Disability and Rehabilitation Research	53,525	52,883	52,883	55,000	55,000
Technology assistance	5,150	10,650	10,650	15,000	15,000
Evaluation	1,000	1,000	1,000	1,000	1,000
TOTAL	**1,673,220**	**1,735,161**	**1,743,973**	**1,789,870**	**1,804,870**
VOCATIONAL AND ADULT EDUCATION					
Vocational education:					
New program, proposed legislation	—	942,239	—	—	—
Basic grants	831,566	—	860,000	867,870	862,535
Community-based organizations	8,892	—	9,200	12,000	11,000
Consumer and homemaking education	33,118	—	34,300	35,000	34,650
State councils	7,904	—	8,200	7,904	8,052
National programs	26,005	—	26,639	19,465	23,333
Bilingual vocational training	3,771	—	3,900	—	3,000
Adult education	162,210	172,665	208,796	184,000	197,970
TOTAL	**1,073,496**	**1,114,904**	**1,151,035**	**1,126,239**	**1,138,040**
STUDENT FINANCIAL ASSISTANCE					
Pell grants	4,483,915	5,436,000	4,740,000	4,740,000	4,871,000
Guaranteed student loans[6]	4,066,828	3,826,314	3,651,000	3,826,314	3,826,314
Supplemental educational opportunity grants	437,972	452,863	452,863	490,000	465,000
Work-study	610,097	610,097	610,097	615,000	610,097
Income-contingent loans	4,940	20,000	10,000	10,000	10,000
Perkins' loans					
Federal capital contributions	183,507	—	137,000	147,000	137,000
Loan cancellations	22,000	22,000	22,000	22,000	22,000
State student incentive grants	71,889	—	50,000	72,000	60,000
TOTAL	**9,881,148**	**10,367,274**	**9,672,960**	**9,922,314**	**10,001,411**
HIGHER-EDUCATION PROGRAMS					
TOTAL	**586,739**	**559,037**	**634,876**	**625,611**	**632,736**
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS					
TOTAL	**31,315**	**5,129**	**35,129**	**5,129**	**35,129**
EDUCATION RESEARCH AND STATISTICS					
Education research[7]	47,079	50,960	57,010	55,100	56,055
Statistics	21,736	25,320	25,320	25,320	25,320
National Assessment of Educational Progress (NAEP)	9,386	12,050	13,000	15,000	15,000
Education achievement experiments	—	13,000	5,000	—	—
TOTAL	**78,201**	**101,330**	**100,330**	**95,420**	**96,375**
LIBRARIES					
Proposed legislation:					
Services to the disadvantaged	—	91,000	—	—	—
Resource sharing	—	45,000	—	—	—
Research and assessment	—	1,200	—	—	—
Public libraries:					
Services	81,009	—	81,009	84,000	82,505
Construction	22,324	—	—	23,000	18,900
Interlibrary cooperation	19,102	—	19,102	20,000	19,551
Training and demonstrations	709	—	709	1,000	855
Research libraries	5,675	—	5,675	5,800	5,738
Library literacy programs	4,730	—	4,730	5,000	5,365
College library technology	3,651	—	3,651	3,812	3,732
TOTAL	**137,200**	**137,200**	**114,876**	**143,612**	**136,646**
PAYMENTS TO SPECIAL INSTITUTIONS					
American Printing House for the Blind	5,335	5,537	5,537	5,942	5,740
National Technical Institute for the Deaf	33,326	35,553	35,553	37,553	36,553
Gallaudet University	65,998	68,850	68,350	68,850	68,600
Howard University	178,973	184,904	184,904	178,928	182,446
TOTAL	**283,632**	**294,844**	**294,344**	**291,273**	**293,339**
DEPARTMENTAL MANAGEMENT					
Program Administration[8]	250,464	279,446	269,946	280,646	274,946
Office for Civil Rights	41,635	45,178	45,178	45,178	45,178
Office of the Inspector General	18,619	22,000	22,000	23,381	23,381
TOTAL	**310,718**	**346,624**	**337,124**	**349,205**	**343,505**
CONSULTANT SAVINGS	—	—	—	—	-3,000
TOTAL, EDUCATION DEPARTMENT	**$23,706,836**	**$23,834,662**	**$23,833,191**	**$23,719,636**	**$24,153,179**
EARLY-CHILDHOOD PROGRAMS[9]					
Head Start	1,235,000	1,405,000	1,400,000	1,405,000	1,405,000
Comprehensive child-development centers	19,760	—	—	—	—
JOB TRAINING PARTNERSHIP ACT[10]					
Summer youth programs	709,433	709,433	709,433	709,433	709,433
Job corps	741,825	761,624	810,483	815,424	813,699
INDIAN EDUCATION[11]					
Education Department programs	71,553	74,168	74,149	74,149	74,149
Bureau of Indian Affairs programs, including B.I.A. schools	268,503	270,150	285,503	284,415	287,384
NATIONAL SCIENCE FOUNDATION[12]					
Science and engineering education	171,000	199,000	210,000	200,000	N/A
ASBESTOS ABATEMENT[13]					
(Environmental Protection Agency)	47,000	—	47,500	52,000	N/A

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Morristown, New Jersey 07960-1239

- A 500 word submission will be required by December 15, 1989.
- 50 awards of $1,000 each will be made by February 1.

* Attention Principals/Administrators: Please pass this on to any of your star teachers.